

A PROPOSED PROGRAM FOR DEPENDENT AND NEGLECTED  
CHILDREN AT THE POLK COUNTY JUVENILE HOME,  
DES MOINES, IOWA

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A Field Report  
Presented to  
The Graduate Division  
Drake University

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Science in Education

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by  
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August 1965

1965-  
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## CHAPTER I

### I. THE PROBLEM

Statement of the problem. It was the writer's purpose in this study: (1) to investigate the existing program for dependent and neglected children at the Polk County Juvenile Home, Des Moines, Iowa, 1963; (2) to determine what provisions should be provided in a program for institutionalized dependent and neglected children; and (3) to recommend changes to improve the existing program at the Polk County Juvenile Home.

### II. HISTORICAL BACKGROUND

The Iowa Juvenile Court law as first enacted by the Legislature in 1904 provided no authority for the establishment of detention homes for the care of children pending disposition of their cases by the court. In 1907, the Legislature made the establishment of such homes mandatory in counties of more than 50,000 population, and in 1919, the Legislature further amended the law by providing that establishment of detention homes be mandatory in counties of more than 40,000 population. A further amendment in 1939 provided that counties of lesser population may establish detention homes.

Polk County acquired the present Juvenile Home site at a cost of \$8,000 in 1909. This property consisted of a ten room frame house and a ten-acre tract lying one block east of the East Fourteenth Street carline. In September, the house was repaired and remodeled and put into operation as a detention home with a capacity of about sixteen children. The Superintendent was Mrs. S. E. Perigo.

The home was soon outgrown and in 1913 a thirty-room brick building was erected adjoining the west side of the frame house, increasing the capacity of the home to about fifty children with personnel of about eight persons. In 1925, five additional rooms were added, and in 1928, a two-story brick garage and equipment building was erected.

The frame house was torn down in 1936 and replaced by a fire resistant brick structure connected to the first brick addition erected in 1913. The brick work of these buildings is so similar that to the casual observer it appears they are one building. The addition enlarged the capacity of the home to approximately sixty children and the personnel was increased to sixteen. Mrs. Bell Turner succeeded Mrs. Perigo as Superintendent.

In the years following, the home was usually filled to capacity and above, and occasionally over ninety children were under its roof. This overcrowding aroused much public

concern and in 1945 the citizens of Polk County voted approval of a bond issue to raise \$150,000 for enlarging the capacity of the home. For various reasons, construction was postponed for several years and in the meantime several important things occurred.

First, the officers of the Juvenile Court made a determined and successful effort to cut down the number of children held at the home. During the next several years, the number of children detained was lowered considerably and held at a constant level although the number of children referred to Juvenile Court increased each year as shown in Table I.

TABLE I

POLK COUNTY JUVENILE HOME ADMISSIONS BY YEARS<sup>1</sup>  
1947-1954

Year	Number of Juvenile Court Cases	Number of Admissions to Juvenile Home
1947	786	512
1948	938	471
1949	993	478
1950	1082	513
1951	1274	524
1952	1117	507
1953	1194	543
1954	1127	516

Secondly, the years 1946 to 1951 served to make

<sup>1</sup>Decennial Report of the Polk County Juvenile Court and the Polk County Juvenile Home, January 1, 1945 to December 31, 1954. A Report prepared by the Polk County Juvenile Court and Polk County Juvenile Home (1955), p. 43.

everyone aware of the need for separate facilities for the delinquent juvenile apart from housing for the dependent and neglected child. This was particularly true of the administrators of the Juvenile Home who found it difficult to have a suitable program for each of the two groups while housed in the same building. After considerable study and planning, the enlargement was accomplished by the erection in 1954 of a separate building for the care and detention of delinquent children. Upon completion of the detention unit, which was named Meyer Hall, two units and two separate programs were then possible. In 1955, Polk County established a "shelter care" center in the first structure erected, for the temporary housing of dependent and neglected children. This building functions as an "open type" facility for shelter care to the present time with total facilities for approximately fifty children. Dormitories and semi-private sleeping rooms, kitchen and dining areas, school and recreation facilities, including a gymnasium are provided. A section of this building is especially equipped to care for the very young children.<sup>1</sup>

The total number of dependent and neglected children admitted to the Juvenile Home during the years, 1955 through

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<sup>1</sup>Decennial Report of the Polk County Juvenile Court and the Polk County Juvenile Home, January 1, 1945 to December 31, 1954. A Report prepared by the Polk County Juvenile Court and Polk County Juvenile Home (1955), pp. 33-35.

1963, remained at a constant level as shown in Table II, with the greatest number of children being admitted during 1963 when admissions rose to 242.

TABLE II

POLK COUNTY JUVENILE HOME ADMISSIONS OF DEPENDENT<sup>1</sup>  
AND NEGLECTED CHILDREN BY YEARS, 1955 to 1963

Year	Number of Children Admitted
1955	192
1956	181
1957	158
1958	165
1959	168
1960	189
1961	197
1962	177
1963	242

In 1947, the Polk County Board of Supervisors appointed Mr. and Mrs. Herbert Rittgers as Superintendent and Assistant Superintendent, respectively. They have served to the present time.

III. A DESCRIPTION OF THE PRESENT PROGRAM FOR  
DEPENDENT AND NEGLECTED CHILDREN AT  
THE POLK COUNTY JUVENILE HOME

The Polk County Juvenile Home is maintained for the temporary care of dependent and neglect cases designated to

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<sup>1</sup>"Polk County Juvenile Home Annual Report," A report prepared annually by the Polk County Juvenile Home, Des Moines, Iowa, 1955-1963, p. 7. (Mimeographed).

be held by Juvenile Court during the time of the Court's investigation. Such children are housed in the shelter care unit, Juvenile Hall.

A personal interview was held with H. D. Rittgers, Superintendent of the Polk County Juvenile Home and Assistant Superintendent Marjorie Rittgers on May 5, 1964. Superintendent Rittgers stated the policy of the home as follows:

The policy of the Polk County Juvenile Home is to keep the children the shortest time possible, however, while they are here the objectives of the services provided at the home are: (1) to provide good physical care and custody with the blended ingredients of warm acceptance for all needing the home; (2) to provide active, varied and creative programs that encourage participation of every boy and girl; and (3) to provide guidance and approved home-like atmosphere to assist those detained to relate with the home staff and with the Probation Officer or other agency workers.<sup>1</sup>

In the interview on May 5, 1964, Superintendent H. D. Rittgers provided the writer with the following description of the program for dependent and neglected children at the Polk County Juvenile Home in regard to admissions, staff, medical and psychological provisions.

Admissions. Admission of all children usually clears through the intake department of the Juvenile Court. Emergency admissions are accepted particularly when referred

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<sup>1</sup>Statement by Superintendent H. D. Rittgers, Polk County Juvenile Home, Des Moines, Iowa, May 5, 1964, personal interview.



by a recognized community agency. Referral sources include the Polk County Child Welfare, Des Moines and Polk County Schools, Police and Sheriff Departments, Health, and other related agencies. A total of 242 children, varying in age from one month to eighteen years of age, were admitted to the Polk County Juvenile Home during 1963. As shown in Table III, the average days stay for each child was 40.82 days.

TABLE III

NUMBER OF ADMISSIONS OF DEPENDENT AND NEGLECTED  
CHILDREN TO THE POLK COUNTY JUVENILE HOME  
DURING 1963 AND AVERAGE DAYS STAY  
FOR EACH CHILD<sup>1</sup>

Ages of Children	Number of admissions	Total days stay	Average days stay
0 through 4 years	84	3,418	40.69
5 through 11 years	117	4,861	41.54
12 through 18 years	41	1,600	39.02
Total	242	9,879	40.82

With regard to the handling and disposition of cases of children who are referred to Juvenile Court, the 1954 Decennial Report of the Polk County Juvenile Court and the Polk County Juvenile Home stated that many of the children who are referred to Juvenile Court cannot be left in their own homes while their cases are being investigated and

<sup>1</sup>"The Polk County Juvenile Home Annual Report, 1963," A report prepared annually by the Polk County Juvenile Home, Des Moines, Iowa, p. 7. (Mimeographed.)



prepared for hearing and disposition because the homes of some of these children are morally and physically unsafe for them. Their parents may be abusive and neglectful, or the children may not be receiving proper food, clothing and supervision, are ill and malnourished, or they may be living under filthy or dangerous conditions. In dependency and neglect cases, the court may return the child to his parents after an admonishment in respect to proper care and supervision. If the juvenile court judge is of the opinion the parents cannot or will not give the child proper care, he can order that the child be placed with a competent relative, or in a suitable foster home or institution or with a child-placing agency for the purpose of adoption.<sup>1</sup>

Staff. A total of thirty-eight persons are employed full time and many part-time persons supplement the regular staff, who handle administration, office records, school, recreation, food services, health and maintenance in both Juvenile Hall and Meyer Hall. While each building has a complete and different program, some staff function in both areas such as administration, health and maintenance.

School personnel of four teachers, two at the Juvenile Hall shelter care unit and two at Meyer Hall, are provided

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<sup>1</sup>Decennial Report of the Polk County Juvenile Court and the Polk County Juvenile Home, January 1, 1945 to December 31, 1954, A Report prepared by the Polk County Juvenile Court and Polk County Juvenile Home, Des Moines, Iowa (1955), pp. 8-9.

through the Polk County Board of Education. The Des Moines City Schools assist by providing some special services and books.

A medical doctor and registered nurse are provided in the Juvenile Home budget.

Superintendent Rittgers provided the writer with a breakdown of personnel at the home as follows:

1. Two administrative assistants.
2. Ten supervisors.
3. Seven nursery personnel.
4. Five kitchen personnel.
5. Five office personnel.
6. Four teachers.
7. One registered nurse.
8. Three maintenance personnel.
9. Four alternate staff--dual purpose.
10. Five to ten part-time employees.

Medical. Dr. Paul Holzworth and Dr. James Bell visit the home two days a week and are on call at any time to meet the needs of the children in residence. A registered nurse, Lorraine Amlund, is a full time employee of the home. The doctor makes a complete examination of all children admitted to the home. Blood tests, inoculations, and local treatment are cared for in the home by the doctor and nurse. Speech defects are treated through the Broadlawns Speech Clinic and the Broadlawns County Hospital is used for X-ray service,

therapy, special clinics and other major needs. Emergency needs for care of dental, vision and hearing problems are referred to the Des Moines Health Center Clinic. The City Health Department services are also available.

Psychological. Polk County pays a fee to the Child Guidance Center to assist in special services, for psychological and psychiatric evaluation for children placed in the home. Parents financially able, also employ local psychologists or psychiatrists where such treatment is advised.

Educational program. Polk County Superintendent of Schools, Ralph C. Norris, pointed out some of the characteristics of the children in the educational program at the Juvenile Home and the goals of the educational program.

The greatest share of children detained at the Polk County Juvenile Home are average, and a few are above in academic ability to learn. Many, however, would be considered to be in the slow learning class or low average. It is undoubtedly true that in some cases their emotional state is interfering with a true measure of their ability to learn. Most all of them are two or more years educationally retarded; rarely do we find a child who at first is really interested in studying; rarely do we find a child who has kept up and rarely is he able to keep up with his regular school work. Most of them cannot compete with their fellow students in the average school room on equal terms. Many have lost complete interest in any constructive learning experiences before they arrived at the Polk County Home. Very often, these children have had unhappy experiences with school-home relations because of their unhappy experiences in learning at school.

Children held in the home and taught in the school will soon be back in the public school. The school in the Juvenile Home should be staffed with the very best teachers and specialists who are a part of the regular school system so that they will be available to assist all teachers in one of the most complicated of all classroom responsibilities--helping these children to understand themselves and relate to others in society, helping them to become useful citizens, helping them to be satisfied with themselves.<sup>1</sup>

The following description of the educational program at the Polk County Juvenile Home was obtained from the writer's personal observation and participation as a member of the faculty of the school at the home.

The school at the Polk County Juvenile Home is directed by the Polk County Board of Education, Special Education Department. School is held on a twelve month basis and maintained on a conventional five day week. Two full time teachers, certified to teach emotionally disturbed children, are provided by the Polk County Board of Education for the education of dependent and neglected children at the home. Two separate classrooms are equipped to handle the maximum number of children accommodated by the home that are five years of age and older. The number of children are divided equally between the teachers in order to permit as much individual attention as possible to each student.

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<sup>1</sup>Ralph C. Norris, Polk County Superintendent of Schools, "The School in the Juvenile Home Should Be a Part of the Public School System" (Des Moines, Iowa: Polk County Board of Education, 1963), p. 6. (Mimeographed.)

Textbooks and library books are obtained on a loan basis from the Des Moines Public School District. The Polk County Bookmobile visits the home once a month, which provides the children at the home with the opportunity to select library books. The teachers utilize the instructional materials and teaching aids available through the Polk County Office, such as films, filmstrips, and records.

After admission to the home, the child is enrolled in school and is administered the Wide Range Achievement Test which gives an indication of his achievement in Arithmetic, Reading, and Spelling. This information with the report from the "home school" gives the teacher an indication about where to begin instruction. The school day is from 8:45 A.M. to 3:30 P.M., Monday through Friday, with a fifteen minute recess provided both morning and afternoon. The daily program is divided into four periods-- Arithmetic, Reading and Spelling, Science and Social Studies, and Activity Time. A daily schedule of classes is shown in Table IV.

TABLE IV  
DAILY SCHEDULE OF CLASSES AT THE POLK COUNTY  
JUVENILE HOME SCHOOL

Time	Subjects
8:45--9:00	Announcements
9:00--10:15	Arithmetic--Monday through Friday
10:15--10:30	Recess
10:30--11:45	Reading--Monday, Wednesday, Friday Spelling--Tuesday, Thursday
11:45--12:45	Lunch period
12:45--2:00	Educational TV Science and Social Studies--Monday, Wednesday, Thursday Music--Tuesday Literature--Friday
2:00--2:15	Recess
2:15--3:30	Activity Time Music--Monday, Wednesday, Friday Arts and Crafts--Tuesday, Thursday

Instruction is individualized for each student, giving assistance in those areas of work in which the most help is needed and geared at a level which best meets his individual needs and interests. Great importance is placed on the idea that each student shall be engaged in activities and work that will be a satisfying and successful experience for him.



Clothing. The writer consulted Mrs. Marjorie Rittgers, Assistant Superintendent of the Polk County Juvenile Home, regarding provisions for clothing for the children at the home. In an interview on May 6, 1964, Mrs. Rittgers stated:

The home provides clothing for the children. When a child comes into the home, his personal clothing is laundered or dry cleaned and stored until the child is released. Children wear their own shoes if they fit and are in good condition, if not, there is a fund to buy shoes for any child needing them. Clothing worn by the child at the time of release is provided by the agency responsible for placement of the child. If this need is not met by the agency, then the child is given clothing from a limited supply of donated clothing kept on hand at the home. In the event the child has outgrown his own personal clothing, or it is in very poor condition at the time of his release, the home will loan clothing to the child until the foster parent can supply the child with his own clothing. The clothing is then returned to the home by the agency responsible for placing the child.<sup>1</sup>

Mrs. Rittgers also provided the following information regarding provisions for food, sleeping facilities, recreation, and religion.

Food. Food is provided for the children on a planned menu basis. The menus are set up on a three week revolving plan in order to provide variety and balance. Mrs. Rittgers prepares the menus and submits them to the Iowa State Department of Health for their evaluation and final approval. Foods are made available by requisition from a grocer's wholesale house and are stored in the Juvenile Home's commissary.

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<sup>1</sup>Statement by Assistant Superintendent Marjorie Rittgers, Polk County Juvenile Home, Des Moines, Iowa, May 6, 1964, personal interview.

Meals are served cafeteria style in a dining room which is equipped with seven tables, with four chairs at each table. The children eat their meals together, and are allowed a minimum of thirty minutes for each meal of the day. At least one supervisor is in charge of each meal. Children in the nursery are served their meals in a special room with its own kitchen equipment adjacent to the main kitchen. Food from the main kitchen is used, but it is specially prepared to suit the individual needs of the child. Sometimes the food may have to be ground or it may be too rich and another food must be substituted.

Sleeping facilities. There are a total of fifty beds provided to accommodate the children at the home. The nursery dormitory, which accommodates the infants and pre-school children, is equipped with seventeen beds. The sleeping facilities for school-age children are on the second floor. Girls' dormitories are provided with eight beds, and the boys' dormitory has fifteen beds. There are also five semi-private sleeping rooms, each provided with two single beds, two chairs, and a table. Each of the semi-private rooms is generally used for the older children of the group at the home. The semi-private rooms are also used for the very emotionally disturbed child, who may be suspected of being capable of inflicting physical harm on others of the group, or attempting to run away from the home.



Recreation. Full time recreational staff plan and supervise a varied program of outdoor and indoor activity, including sports, table games, reading, crafts, music, and entertainment.

Religion. Sunday School services are provided for Protestant children by volunteer members selected through the Des Moines Area Council of Churches. Children of Catholic and Jewish faith are counselled by representatives of their own churches.

#### IV. DEFINITIONS OF TERMS USED

Court. The term, court, as used herein means the juvenile court division of the district court.

Dependent child. Dependent child is defined in this study to mean a child: (1) who is without a parent, guardian, or other custodian; (2) who is in need of special care and treatment required by his physical or mental condition which the parents, guardian or other custodian is unable to provide; and (3) whose parents, guardian, or other custodian for good cause desires to be relieved of his care and custody.

Neglected child. The term, neglected child in this study refers to a child: (1) who is abandoned by his parents, guardian or other custodian; (2) who is without proper parental care because of the emotional, mental, or physical disability, or state of immaturity of his parents, guardian,

or other custodian; (3) who is without proper parental care because of the faults or habits of his parents, guardian, or other custodian; and (4) who is living under conditions injurious to his mental or physical health or welfare.

Shelter. As used in this study, shelter means the temporary care of children in physically unrestricting facilities pending court disposition.

## V. LIMITATIONS

This study was limited in the proposal for the development of a program for dependent and neglected children at the Polk County Juvenile Home to the areas of admissions, educational program, clothing, food, sleeping facilities, and therapeutic services provided.

## VI. PROCEDURES

Statement of the procedure. In order to make recommendations for the improvement of the existing program for dependent and neglected children at the Polk County Juvenile Home, it was first necessary to determine the present provisions of the program. This was accomplished through personal interviews with the Superintendent and Assistant Superintendent of the Polk County Juvenile Home, the Polk County Superintendent of Schools, and the Chief Probation Officer of the Polk County Juvenile Court.

Additional information about the program was obtained from mimeographed annual reports of the Polk County Juvenile Home as well as from the writer's personal observation and participation in the educational program at the home.

The next step was to determine what provisions should be provided in a program for dependent and neglected children. The following methods were used in gathering the information needed:

1. Tours were made of the State Juvenile Home, Toledo, Iowa, Iowa Annie Wittenmyer Home, Davenport, Iowa, Parkview Children's Home, Council Bluffs, Iowa, and the Boys and Girls Home, Sioux City, Iowa to determine present practices employed by institutions for dependent and neglected children in the State of Iowa; personal interviews were held with the superintendent of each institution. Additional information was obtained from printed materials made available at the institutions.
2. Letters requesting descriptive materials about programs for institutionalized dependent and neglected children were sent to states surrounding Iowa--Missouri, Nebraska, South Dakota, Minnesota, Wisconsin, and Illinois.<sup>1</sup>
3. A review of literature pertaining to programs for institutionalized dependent and neglected children was made.

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<sup>1</sup>Appendix.

With the information obtained from the three above mentioned sources, a proposed program was developed in the areas of admissions, educational programs, clothing, food, sleeping facilities, and therapeutic services which served as a basis from which to draw conclusions and make recommendations to improve the existing program at the Polk County Juvenile Home.

The Polk County Juvenile Home is a small, one-story building located on the west side of the county. It was built in 1934 and is now owned by the Polk County Board of Juvenile Affairs. The home is a small, one-story building located on the west side of the county. It was built in 1934 and is now owned by the Polk County Board of Juvenile Affairs. The home is a small, one-story building located on the west side of the county. It was built in 1934 and is now owned by the Polk County Board of Juvenile Affairs.

James E. Jones, Jr., Director, Polk County Juvenile Home, interviewed.

## CHAPTER II

### PROVISIONS FOR DEPENDENT AND NEGLECTED CHILDREN

#### I. IOWA INSTITUTIONS

##### State Juvenile Home

The State Juvenile Home is located in Tama County, on the campus of the old Leander Clarke College about seven blocks south of the Toledo business district. The Superintendent of the home is Dr. Jesse M. Lamm. The writer held a personal interview with Dr. Lamm at the State Juvenile Home on May 13, 1964. When asked what type of children were living at the home, Dr. Lamm stated:

They come from all walks of life--particularly the low socio-economic. Their biggest problem was lack of interest in school, leading to non-attendance at school. Boys and girls living at the institution range in age from twelve to eighteen years and remain at the home until the age of twenty-one, unless sooner released as provided by law.<sup>1</sup>

Dr. Lamm provided the writer with the following information regarding the program for dependent and neglected children at the State Juvenile Home.

Admissions. Children are admitted to the home from every county in the State of Iowa by Juvenile Court order;

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<sup>1</sup>Jesse M. Lamm, Ed. D., Superintendent of State Juvenile Home, Toledo, Iowa, May 13, 1964, personal interview.

by application by the County Board of Supervisors; or by parents or guardians. They are admitted as dependent or neglected children or may be voluntarily released by parents into custody of the home. The Legislature restricts the admission of delinquent, disturbed, and retarded children. Final approval on all admissions is given by the Director of the Children's Division of the Board of Control.

Capacity, population, and length of stay. The maximum capacity of the home is 174, with an average daily resident population of 165. The average length of stay for each child is from twelve to fifteen months.

Physical facilities. There are a total of fifteen buildings on the 135.64 acres belonging to the institution. They consist of: ten individual cottages, a combined school-administration building, a hospital, a kitchen and dining room building, an employees building and a power house. There are sixty-five acres of tillable soil.

Staff. A total of one hundred eighteen employees are divided into the following departments: business, manager, dietitian, superintendent of buildings and grounds, director of social service and social workers, director of education and training, teachers, director of medical services, and chaplain.

Placement of the children. When a student arrives at the home, accompanied by an agency representative from his community, plans are discussed to determine the possibilities for return of the student to the community or to foster home care. In no instance is an admission considered permanent.

The Board of Control of State Institutions in its Thirty-third Biennial Report, stated that when the court finds it unfeasible or impossible to return the child to his natural home, the child is then placed for adoption or in a foster home. The placement of the children is a combined function of the State Juvenile Home and the area social worker, who is under the direct jurisdiction of the Director of the Children's Division of the Board of Control. The social worker must work through the child's feeling concerning placement. Adoption is considered best for the young child whose parental ties are permanently broken and who is emotionally ready for permanent placement.<sup>1</sup>

Cottage life. All new students entering the home are first admitted to the hospital for a few days for a thorough physical and dental examination. They are then placed in their cottages, where they are grouped according

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<sup>1</sup>Board of Control of State Institutions, Part I, Thirty-third Biennial Report, Period Ending June 30, 1962 (Des Moines, Iowa: Board of Control of State Institutions, 1962), p. 27.



to age. Each cottage will accommodate eighteen to twenty-four children, and is provided with a living room, study area, recreation room, kitchenette, dormitory area, and shower and storage facilities, as well as a private room for the cottage parents. Two special units are equipped for nine children and one special unit has facilities for twelve.

Boy's cottages are supervised by married couples who act as cottage parents, whose duty it is to supervise the children regarding conduct, health, clothing and activities in a simulated home program. The girls' cottages have similar supervision by a lady who acts as housemother.

Cottage life involves a work and play situation including daily work assignments, television, home study, radio, coed parties, counseling, care of clothing, manners, respect for others and personal cleanliness. Bedtime is 8:30 P.M. or 9:30 P.M., depending on the group. The children rise at 5:45 A.M. or 6:15 A.M. Single beds are provided in all cottages, with the exception of one double decker bed.

Food. The food is prepared in the kitchen of the central dining hall, and served cafeteria style. Menus are submitted to the State Department of Health for their approval.



Clothing. The clothing for the children is furnished by the State Juvenile Home. Some of the clothing provided is made in prison industries or it may be purchased from Penney's or purchased by the parents for the children. The girls may make their own clothing in the sewing room at the home.

Educational facilities. An educational program for children in the seventh through eleventh grades has been established at the State Juvenile Home School, with a faculty of nineteen teachers, a principal and an educational director. The twelfth grade students attend the Toledo High School.

In order to better meet the needs of the children, who range in age from as low as twelve to as high as nineteen years, with an I. Q. level ranging from 70 to superior, the educational program has been divided into two parts: (1) those who are able to carry the regular academic subjects suitable for their chronological age level; and (2) those who do not have the ability or desire to complete school.

The curriculum for the first group consists of: language arts, industrial arts, arts and crafts, history, music, business education, secretarial training, and other usual academic subjects. Teachers have been assigned to teach their own specialties which further increases their enthusiasm and effectiveness.

Those students in the second group are enrolled in the vocational training program, which has been given much emphasis by the home. Dr. Lamm outlined the strong vocational training program at the State Juvenile Home. The program included:

1. Body and fender, with an experienced instructor.
2. Auto mechanics: the boys are given an opportunity to learn the fundamentals of automobile engine repair. To date, many cars have been completely overhauled and returned to the owners in excellent working condition.
3. Woodworking is conducted on a small scale as a part of the regular school curriculum.
4. Boys are assigned to work with the electrician-plumber and other general maintenance departments and services.
5. Nurse's aide training is provided in the hospital, and an attempt will be made to place them in county homes, nursing or convalescent homes for employment.
6. The laundry is used to train both boys and girls with the boys being taught how to use washing machines and driers, and the girls being assigned to pressing equipment and mangles.
7. Meat cutting: boys have been trained well enough to hold jobs as apprentice cutters.
8. Farming: because of the small number of boys interested in farming, the basic concern of the program is to teach the boys how to operate and care for the farming machinery.
9. Both boys and girls are assigned monthly to the kitchen and dining room areas, giving them valuable experience in serving.<sup>1</sup>

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<sup>1</sup>Interview with Dr. Jesse M. Lamm, Superintendent of State Juvenile Home, Toledo, Iowa, May 13, 1964.

Recreation. The Toledo Juvenile Home School is a member of the High School Athletic Union and the children take part in regular school activities of football, basketball, track, band, and girls' drill team. A full time director of recreation is employed by the home. The children also have school parties, dances, intramural sports, movies, field trips, and hobbies.

Religion. The chaplain holds non-sectarian services for the protestants at the home, with the gymnasium serving for a chapel. The children of Catholic and Lutheran faith are taken to Tama, Iowa to attend their respective churches on Sunday.

Medical. There is a twenty-five bed hospital with a registered nurse in charge and a local physician on call at all times. A daily hospital clinic is held so that when the students arrive, the doctor gives them a thorough examination and all necessary immunizations and vaccinations if they have not had them recently. A local dentist spends two one-half days each week at the home, and an optometrist provides eye examinations and glasses for the children, if needed. Psychological counseling is also provided. All children in need of major operations, dental work or eye treatment are taken to the University Hospital at Iowa City.

Iowa Annie Wittenmyer Home

The Iowa Annie Wittenmyer Home is located at 2800 Eastern Avenue, Davenport, Iowa in Scott County. The Superintendent of the home is James Holmes. Care is provided at the home for children ranging in age from birth to eighteen years, with most of the children falling in the age group of ten to fourteen years.

The writer held a personal interview with Superintendent Holmes on May 14, 1964 at the Iowa Annie Wittenmyer Home. Holmes stated the goals of the home as follows:

The basic aim of the Iowa Annie Wittenmyer Home is to educate the children remanded to its care--academically, socially, religiously, emotionally, and physically, so that they eventually may become economically independent citizens. Although the future of the children rests with the community, the primary purpose of the institution consists of training each child in a group setting.<sup>1</sup>

The following description of the provisions of the program for dependent and neglected children at the Iowa Annie Wittenmyer Home was obtained principally from the information gathered in the interview on May 14th, 1964 with Superintendent Holmes and from printed materials provided by Holmes.

Admissions. The Children's Division of the Board of Control, State Office Building, Des Moines, Iowa is the agency that takes care of the applications for admission of

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<sup>1</sup>Statement by Superintendent James Holmes, Davenport, Iowa, May 14, 1964, personal interview.

all children to the home. All children must be residents of the State of Iowa. Most of the children are committed permanently to the custody of the home by the Juvenile Courts in the state, according to the provisions in the laws of Iowa. The children admitted are dependent, neglected, or voluntarily released to the care and custody of the agency by the parents themselves. Preference in admission is given by law to the children of veterans.

Present laws restrict the admission of delinquent, disturbed, and retarded children. Regardless of this, some of these children have had to be accepted on a temporary basis.

Average daily population and length of stay. The home has facilities to accommodate 315 children. Average daily resident population during 1963 was 272 children. Most of the children stay on the average of about three years, but of course, there are some who spend a longer or a shorter time. As Superintendent Holmes stated, "The average stay for the normal child is about two or three months. Children not readily adoptable average two years stay at the home, and the disturbed children average about three to five years stay."<sup>1</sup> Usually, those children under ten years old are

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<sup>1</sup>Ibid.

more easily placed for adoption and many are placed for adoption within a year following their arrival at the home.

Placement of the children. Children may be placed for adoption, foster home, or boarding home--support paid by the Annie Wittenmeyer Home. Older children may be placed in jobs with a view to becoming self-supporting. Social workers supervise children in foster homes until they are at least eighteen years of age and have become self-supporting, or have been placed in the custody of a responsible person. Superintendent Holmes stated:

It is the conviction of the administration that removal of the youngster into a suitable placement as soon as possible is to the best interests of the child's emotional development. The social service department has been given the responsibility of placing children under age five just as quickly as possible.<sup>1</sup>

Three social workers are responsible for the placement of from 150 to 175 children each year, plus the making of arrangements for home visits, visits of relatives, and consultations with prospective foster parents.

Physical facilities. In the center of the campus, which takes in an area of about 193 acres, is the Main Building. This building contains the administrative offices, meeting rooms, and living rooms for staff members; it also contains the main kitchen and dining rooms. Other buildings

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Thirteenth  
(Dec. 1907).  
<sup>1</sup>Ibid.



include eighteen cottages, three buildings where staff members live, a chapel, four school buildings, and buildings for storing food, clothing, and other supplies that must be kept on hand.

Staff. The average number of employees at the institution in 1963 was 160. The Thirty-Third Biennial Report of the Board of Control of State Institutions, provided the breakdown of personnel as follows:

1. Superintendent.
2. Administrative office--two stenographers, one clerk, and one telephone operator.
3. Dietary--one fully qualified dietician, two food supervisors, three dining room assistants, eight cooks, one part-time cook, one baker, one part-time butcher.
4. Health services--one nursing director, two registered nurses, twenty-six attendants, and three cooks.
5. Religious education--one full time chaplain.
6. Education--one principal, nineteen full time and one part-time teacher, one librarian, one special therapist, one stenographer, and one janitor.
7. Psychological services--one full time and one part-time psychologist.
8. Cottage life--one cottage life director, one matron, one special therapist, one boys' superintendent, one girls' superintendent, one superintendent of cottage life, and thirty-nine cottage parents.
9. Social service--three social workers.
10. Business office--one business manager, one chief clerk, one accountant, one stenographer, one general clerk.
11. Laundry--seven employees.
12. Stationary engineer--one qualified stationary engineer.<sup>1</sup>

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<sup>1</sup> Board of Control of State Institutions-Part I, Thirty-Third Biennial Report, Period Ending June 30, 1962 (Des Moines, Iowa: Board of Control of State Institutions, 1962), p. 24.

Educational facilities. In the main school building, a full curriculum is offered for the children in kindergarten through the eighth grades. There is a separate pre-school building for children three to five years of age. Classes are quite small for it is often necessary to give a considerable amount of individual help in reading and arithmetic. Remedial school classes are also available and the staff psychologist helps the school teachers in determining the grade placement for each child. The psychologists and social workers work with the teachers in giving individual help and understanding. High school students attend the Davenport High School.

Vocational education and training is offered in the Annie Wittenmeyer School building. There has been an attempt to broaden work with special groups needing more vocational training. Some efforts have been made toward establishing group or ungraded classes, and it is hoped that this will give the children a better opportunity for progressing according to their individual ability. During the 1962 to 1963 school year, the ninth grade students began to attend public schools off the grounds. This has proven to be a very successful program and consideration is now being given to sending selected eighth grade students to the public schools.

There is a gymnasium for school use, where indoor games are held, which also has a small swimming pool.



Recreation. Much emphasis has been placed on intramural activities, thus giving a greater number of children an opportunity to participate. The home offers a variety of sports including basketball, baseball, track, and swimming. Volunteers assist with Boy Scouts and Y-Teen groups, but the entire program is planned and carried out by the recreation director of the home and other staff members. The school also has a band and chorus and trips are taken to many activities in the community.

Medical and nursery. The home has a hospital building with three registered nurses in charge under the direction of the doctor. There is an infirmary section for the cottage children who become ill, and also a nursery for the infants who have been accepted by the institution. Twenty-two nurse's aides are responsible for the physical care of the infants. A pediatrician attends to the medical care of the children, recommends further follow-up treatment, either at the home or in the State University Hospitals in Iowa City, and refers the child to the nurses, social workers, psychiatric or medical specialists, if needed. There has been emphasis on trying to reduce the number of children in the nursery as it is deemed inadvisable to have children under the age of three in an institution.

Out-patient clinics are held twice daily. Physicians in the city of Davenport are on call, including a general

practitioner, ophthalmologist, and a dentist. Two clinic days are held weekly.

Religion. A full time pastoral counselor was employed late in 1963. Besides strengthening the more traditional program, it has been possible to do some intensified counseling with a few selected children. Non-sectarian religious services are held in the Chapel on Sunday mornings and there is a religious instruction class in the afternoon. Catholic and Lutheran children are taken to church in the city of Davenport.

Student wives of Augustana Seminary students have taken over the Sunday School classes, giving the children more opportunity for experiences not directly related to the institutional personnel.

Psychological services. This department is responsible for testing, individual counseling and consultation services to other departments. The children's section of the Psychopathic Hospital at State University of Iowa has been exceptionally helpful to the institution, and also accept some children for residential care at Iowa City.

Cottage life. The children live in cottages which provide accommodations for groups of twelve to sixteen per cottage. They are grouped according to sociological and chronological development, and supervised by houseparents

who live with them. The houseparent becomes personally involved with the children, hence, are exceptionally important to the program. Many problems with the children can be traced almost directly to the houseparents' inadequacy. Due to the need for special personality qualities, it has been difficult to find good house parents, consequently, the turnover is high. The frequent changes of houseparents proves disturbing to the children and is detrimental to their development.

Food. All food is prepared in the main kitchen and served as in a cafeteria. There are two dining rooms for the children. The dining room for the older children has small tables--for the girls on one side and the boys on the other side. The smaller children have a separate dining room and the staff members have another dining room. In back of the dining rooms is the Canteen, where the children may use their allowances for refreshments. Food for the nursery is prepared in the main kitchen and carried to the hospital.

All menus are prepared and submitted to the State Department of Health for approval.

Clothing. The children are allowed to choose their own clothing in a downtown type store that is a part of the institution, thereby offsetting the children's dislike for institutional clothing. This method has proven a real asset

in training the children in responsibility for care of their wearing apparel, and causes them to take more pride in their personal appearance.

### The Boys and Girls Home

The Boys and Girls Home is located at 2601 Douglas Avenue, Sioux City, Iowa in Woodbury County. The writer held an interview with the Director of the home, Jerome Anderson, on May 12, 1964. Anderson stated that the purpose of the home is to provide short term care for dependent and neglected children and to provide group care for children who must live away from home who will not accept foster care.<sup>1</sup>

In the personal interview, Director Anderson provided the writer with the following description of provisions of the program for dependent and neglected children at the Boys and Girls Home.

Admissions. The Boys and Girls Home accepts referrals of dependent and neglected children from: (1) County Departments of Social Welfare; (2) Juvenile Courts and Probation Departments; (3) Private Social Agencies; and (4) parents or legal guardians in the northwest area of Iowa. About one-half the children admitted to the home come from Woodbury County, and the other one-half come from the

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<sup>1</sup>Jerome Anderson, Director of the Boys and Girls Home, Sioux City, Iowa, May 12, 1964, personal interview.

surrounding twenty-five counties in the area. Children are accepted who: (1) can use group living experience; (2) can live in a city environment; and (3) can attend local public or parochial schools. Most of the boys and girls admitted are teenagers.

Capacity and average daily population. The home is equipped to accommodate fifty boys and girls. The average daily population is twenty-four children who stay an average of eight months.

Staff. Personnel of the institution include the director, one part-time caseworker, nine houseparents, one maintenance engineer, one cook, one cleaning lady, one dining room girl and one secretary.

Physical facilities. In its current facilities, the home can accept boys between the ages of six and eighteen years, and girls between the ages of twelve and eighteen years.

The boys are housed in the main building in three units, grouped generally, according to their school grade--elementary, junior high, or senior high. Girls are housed in a separate home-like residence across the street from the main building and participate in appropriate activities with other units of the home. Houseparents supervise the children.

Sleeping facilities. The junior high boys are provided with four dormitory rooms, with five beds in each room, on

the second floor of the main building. Senior high boys each have their own room, and elementary age boys are provided with dormitory type rooms with ten beds in each room.

The girls' residence provides two large rooms which have four beds in each room and two smaller rooms with two beds in each room.

Food. All of the meals are served family-style in the dining room of the Main Building. The children are seated in table groups. The girls may prepare their own meals at their residence across the street, giving them practical experience in the arts of cooking and serving, but take most of their meals in the main building.

Educational facilities. The children attend the local public and parochial schools; also the special schools for the mentally retarded and those schools offering special education programs. The boys and girls are encouraged to be active in schools and to make friends with appropriate young people they meet through those activities. The resources of the local community are used to enrich the child's experience, growth, and development.

Recreation. The children are urged to take part in normal recreational activities, to participate in community sports, go to movies, and they may have overnight guests at the home. Basketball, pool, and ping pong, in addition to other planned recreation is provided at the home. The facilities of a nearby city park are made use of.

Religion. The children are allowed to attend their respective churches and are encouraged to participate in church activities.

Medical. Local physicians and dentists give routine physical examinations at the home and serve on an on-call basis. The local public health facilities are used when possible to minimize cost while providing good medical and dental services. Psychiatric help is available on a need basis.

Social services. Casework service is provided and coordinated with medical and psychiatric services as needed. The caseworker visits the home Monday through Friday, informally, from 3:30 P.M. until 5:30 P.M. and contacts the houseparents each day. He is immediately available for any problems the child may be having, and has formal sessions with the children each Saturday from 8:30 A.M. until 12:30 P.M.

#### Parkview Children's Home

The Parkview Children's Home is located at 2200 Second Avenue, Council Bluffs, Iowa. The purpose of the home is to care for dependent and neglected children.

The writer held a personal interview with the Superintendent of the home, Clyde Pickering, on May 12, 1964. The following description of the provisions of the program for



dependent and neglected children at the Parkview Children's Home was obtained from Pickering during the interview.

Admissions. Children are referred to the home by the Juvenile Court of Pottawattamie County. The children must be dependent or neglected, and between the ages of five and eighteen years, who are not in need of maximum security detention.

Capacity and average length of stay. The home has accommodations for ten boys and ten girls. The average length of stay is about eleven months. Superintendent Pickering made the following observation:

Most of the children referred to the home by the Pottawattamie County Juvenile Court are from Council Bluffs, and for that reason some of the boys and girls are allowed to go home on weekends and on special days, such as Christmas and Thanksgiving, when it is felt that such visits will not be harmful to them.<sup>1</sup>

Discharge policy. The child may be released only through court order. When he is released, he usually is returned to his parents, or to one of the state institutions -- the Iowa Annie Wittenmeyer Home in Davenport, Iowa or the State Juvenile Home, Toledo, Iowa.

Staff. The Pottawattamie County Board of Supervisors has appointed Clyde Pickering as Superintendent and

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<sup>1</sup>Statement of Superintendent Clyde Pickering, Council Bluffs, Iowa, May 12, 1964, personal interview.



Mrs. Pickering as matron. They in turn have employed one part-time employee to help with cleaning and mending.

Physical facilities. The Parkview Children's Home is a two story, brick structure constructed on a duplex building style. One-half the home is used for girls, the other half is used for boys, with the lower floors of each section being used for a recreation area. Dining and kitchen facilities are openly connected.

Sleeping facilities. The boys and girls sleep in dormitories provided on the second floor which are completely separated from each other. Each dormitory is equipped with ten single beds with an isolation ward on each side. During the school week, children are to be in bed and lights off at 8:00 P.M. and are awakened at 6:30 each morning. On weekends and other non-school days, the children are permitted to go to bed at 9:00 P.M. and to arise at 6:45 the next morning.

Educational facilities. The children attend the public schools in Council Bluffs. Edison School for grades kindergarten through nine is located directly south across the street from the home and Thomas Jefferson High School is located only five blocks from the home. Those attending the high school ride the bus to and from the school.

Medical. There is no organized medical program for the home. Local doctors and dentists services are available as needed.

Clothing. The children's clothing is furnished by their parents if possible, otherwise, it is supplied by Pottawattamie County.

Recreation. There is no planned recreation program. The children use the public parks and play grounds, and there is a recreation room at the home where they may watch television or play games.

Religion. All children are allowed to attend their respective churches in Council Bluffs.

## II. INSTITUTIONS IN STATES SURROUNDING IOWA

Information about the programs for institutionalized dependent and neglected children in the states surrounding Iowa was obtained from descriptive materials and letters received from the State Public Welfare Departments of each of the states, in response to the writer's written request for such materials.

### I. ILLINOIS

A letter received by the writer from the Department of Children and Family Services, Springfield, Illinois,

stated that the State of Illinois operates two facilities for dependent children which will accommodate a total of approximately 300 children.

The following descriptions of the programs of the two facilities were obtained from brochures which described the Illinois Soldiers' and Sailors' Children's School, Normal, Illinois, and the Southern Illinois Children's Service Center, Hurst, Illinois.

Illinois Soldiers' and Sailors' Children's School<sup>1</sup>

The Illinois Soldiers' and Sailors' Children's School, as provided by law, is to provide for the care, training, and education of children whose parent or parents have served in the Armed Forces of the United States and who have been declared dependent or neglected under provisions of the Family Court Act. The program at the school is designed to promote the general development of the children physically, mentally, and socially through a dynamic and purposeful child care program based on an understanding of their needs.

Admissions. Admission to the program is by court dependence or neglect adjudication with the Chief of the

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<sup>1</sup>"Illinois Soldiers' and Sailors' Children's School," a brochure printed by State of Illinois, Department of Children and Family Services.

Division of Child Welfare appointed as guardian. Parents are expected to contribute to the support of their children when possible. Children admitted must be between six and seventeen years of age, and without serious physical or mental handicaps.

A program is planned for each individual child, keeping in mind his particular needs. Planning is by a "team" consisting of representatives from all areas of the child care program.

Length of Stay. There is no specific period of time that a child must stay at the home. A child's residence may be terminated at any time if his best interest would be served by another type of placement such as return to his own home which has been rehabilitated, placement in a foster home, or in another type of institution. Placement plans are also made for students who have completed their high school education.

Cottage life. The cottage life program at the school provides wholesome, stimulating group living experiences with the focus on an appropriate emotional climate for children with problems. Cottage parents live with the children in the cottages to provide a home-like atmosphere. Each cottage is fully equipped for complete living.

Boys' Row cottages and Girls' Row cottages are each of two floors with living space on the first floor and

sleeping space on the second. Village cottages are on one floor with a wing for living quarters and another for sleeping. Some meals are served in the cottages and some in the main dining room to provide a variety of eating experiences.

Casework services. Individual casework services are provided by a social work supervisor and a staff of social workers. Psychiatric services, when indicated, are available through the Institute for Juvenile Research, Mental Health Clinics, or a consulting psychiatrist.

Psychological services. Psychological services are largely in the area of testing. Referrals are accepted from all areas of child care and are focused on gaining the best possible understanding of the child's intellectual potential and personality dynamics for purposes of total planning.

Vocational counseling. The vocational counseling program includes participation of high school students in Diversified Occupations (a public school program), as they qualify for the course, an on-grounds therapeutic work program, and employment in the community for students of employable age. Vocational guidance and counseling services for the purpose of planning, education and training are available. Referral services to other training and rehabilitation agencies are also available.

Education facilities. An elementary school, Felmley School, is maintained on the grounds with special emphasis on meeting the needs of children who may have a school learning problem or who may have become educationally retarded. Children who seem to be functioning academically at near capacity and who present no serious behavior problems attend the public schools in Normal. All high school students attend University High School which is affiliated with Illinois State University.

For those children for whom it seems appropriate, part of the school day may be spent in work experience which provides an opportunity to explore various occupations and to get some training and experience.

Religion. A full-time resident chaplain is available for consultation and counseling on religious problems. Non-denominational Sunday School classes and Protestant services are held on the grounds each Sunday. Catholic children attend Holy Trinity Church in Bloomington, and are provided chaplaincy services and catechism classes by that parish. In some instances, children go to the church of their choice in the community.

Medical. Medical, dental, and nursing services are provided for the school by a part-time medical director, a part-time dentist, a supervising nurse and several

registered nurses. Nurses staff the hospital on a full-time basis. Special attention is given to a preventive medicine program which is designed to see that the children stay in good health. Immunization is provided against the usual communicable diseases. Chest x-rays are given all children and employees who have a positive reaction to the tuberculin skin test. Drinking water is fluorinated.

Recreation. A well organized recreation program is in operation daily after school, evenings, and on Saturdays and Sundays. There are a recreation center for indoor social activities, a gymnasium, swimming pool and several recreation areas of different types for out-of-door play. Older children participate in many activities in the community such as the American Legion baseball games, the Y.M.C.A. youth program, plays, concerts, circuses, and other special events.

#### Southern Illinois Children's Service Center<sup>1</sup>

The Center provides care for dependent and neglected children for whom no other resource is available. A total of twenty-four children--fourteen boys and ten girls--between ages six and sixteen may be cared for at any one time.

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<sup>1</sup>"Southern Illinois Children's Service Center," a brochure printed by State of Illinois, Department of Children and Family Services.



Admissions. Applications for admission to the center on behalf of a child may be made by a court, licensed child placing agency, County Department of Public Aid, or a state agency authorized to provide child welfare services.

Resident life. Children in residence are supervised by cottage parents, two of whom are on duty at all times. Girls reside on the first floor, while boys' bedrooms are on the second floor. Wholesome meals are served for all children in the main dining room.

Medical. A complete physical examination for each child is required at the time of admission. Periodic medical and dental examinations are made of each child. Nurses and a physician are on call at all times.

Religion. Religious guidance is provided at the Center for children who have no particular church affiliation, but most children attend the churches of their choice in the community.

Recreation. Recreational activities are a significant part of the Center's program, using both the facilities at the Center and the parks, lakes, and recreational areas in the vicinity.

Educational facilities. A school program, particularly geared to the special needs of the children, is conducted for

elementary school students at the Center. Junior high and senior high students attend Hurst-Bush High School.

Counseling. Complete counseling and social services are provided at the Center by staff members of the Carbondale Regional Office as the need for such is indicated.

Clothing. Cost of clothing for the children is the responsibility of the referring agency or court.

## II. WISCONSIN

The State Department of Public Welfare, Madison, Wisconsin, stated in a letter to the writer that Wisconsin has only one county home for dependent children--the Milwaukee County Children's Home, 9508 Watertown Plank Road, Milwaukee, Wisconsin, and that there was no printed material available pertaining to the home. The only State institution for dependent and neglected children is the Wisconsin Child Center, Sparta, Wisconsin.

The following description of the program for dependent and neglected children at the Wisconsin Child Center was obtained from a brochure sent to the writer by the Wisconsin State Department of Public Welfare.<sup>1</sup>

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<sup>1</sup>"The Wisconsin Child Center," a brochure prepared by the State Department of Public Welfare, Division for Children and Youth, Madison, Wisconsin.

## The Wisconsin Child Center

The Wisconsin Child Center is located on State Highway 21 in Sparta, Wisconsin. The children range in age from seven to twenty years. They are grouped by age and sex, up to a maximum of sixteen in each cottage. The average age of children admitted to the center is twelve years. Average length of stay is a little more than two and a half years. Children may be discharged from the institution and returned to their own homes, a foster home, another institution, or to begin a life on his own.

Cottage life. The children live in the six cottages provided at the Child Center, and while it is a far cry from a "typical" home, it is the closest approach to it that he can tolerate, and is the major source of social experience for the child.

Each cottage has its own dining and indoor recreation facilities. Each child has things which are his alone; thus does he learn to share, and to respect the rights of others.

A cottage counselor provides help when it is needed, supervision to resolve difficulties, discipline when necessary, comfort and encouragement to support growth and achievement. In short, the counselor staff, guided by the needs and limitations of each individual child, serves the function of parent, "big brother", and adult friend.

The children are given responsibility for "chores". These range, for the younger children, from emptying waste baskets, to part-time jobs off the grounds for teen-agers, baby sitting, snow shoveling or doing yard work. All work together in the late summer months harvesting the garden crops which are grown on the grounds. Work assignments are never allowed to interfere with school, sleep, play, study, or visiting periods.

Recreation. A wide variety of activities are offered, including individual as well as team sports: baseball, softball, basketball, volleyball, tennis, golf, archery, horseshoes, croquet, bowling, ping pong, and badminton. The city swimming pool is adjacent to the grounds and available to the Center. The La Crosse river flows through the grounds and provides opportunity for fishing and canoeing. Picnics, cookouts, and campouts are arranged during the winter months. Many of the youngsters have their first experience with healthy recreation at the Child Center.

Education. A fully accredited school, operated by teachers with special skills in working with the emotionally disturbed, is provided on the grounds of the Child Center. One out of four of the children attends the public high school in Sparta. Two recent graduates are planning to continue their education at the college level.

Special classes in music, art, speech correction, vocational training, and remedial work in reading and arithmetic are also provided.

3. Social service. The function of the social service staff is to help the individual child understand his problem, to know himself better so that he may make plans and prepare realistically for the future. Working with psychologists who diagnose and appraise the problem, and psychiatrists who prescribe treatment programs, the social worker must help the child redirect his incapacitating conflict toward achievement and hope.

### III. MINNESOTA

A letter from the Department of Public Welfare, St. Paul, Minnesota, stated that in the State of Minnesota, there are no institutions for solely dependent and neglected children and most of their institutional programs are designed for children with special needs. Dependent and neglected children have been placed in foster homes or homes of relatives and institutions are now serving children with behavior and emotional problems.

### IV. MISSOURI

The State Department of Public Health and Welfare, Division of Welfare, Jefferson City, Missouri, stated in a

letter to the writer that there are no public children's institutions operated by the State of Missouri for dependent and neglected children. The one institution being operated by the state was closed in 1941 by the Legislature because it was determined that children could be served more adequately in foster family boarding homes. Accordingly, when children are committed to the legal care and custody of Missouri Division of Welfare, they are placed in Division of Welfare foster family boarding homes and supervised by Division of Welfare Child Welfare Services Staff.

The Division of Welfare purchases casework and psychiatric oriented group care from voluntary agencies providing such care for those children who are in need of institutional care.

#### V. SOUTH DAKOTA

A letter received from the State Department of Public Welfare, Pierre, South Dakota, stated that the following child care agencies and institutions are licensed in South Dakota: (1) the Abbot House, Mitchell, South Dakota; and (2) Bethesda Children's Home, Beresford, South Dakota.

The Abbot House is a non-denominational home for the care of children between four and twelve years of age and can accommodate about sixteen youngsters.

Bethesda Children's Home is a Lutheran Home for the care of teenage youngsters who cannot adjust successfully

in family homes but can use a group experience and attend a public school. The home can accommodate between sixteen and twenty children.

There is one home not subject to licensing, the South Dakota Children's Home, Sioux Falls, South Dakota. This home provides custodial care to about forty children, most of whom are preteenaged.

Other homes in the process of being licensed are: Presentation Children's Home, Sioux Falls, which is a Catholic Home for the custodial care of about forty-five children, McCrossan Boy's Ranch, Sioux Falls--a non-denominational home offering care to about twenty-five adolescent boys, and the Sky Ranch, Buffalo, South Dakota, a Catholic home for about sixteen teenage boys.



### CHAPTER III

#### A PROPOSAL FOR THE DEVELOPMENT OF A PROGRAM FOR DEPENDENT AND NEGLECTED CHILDREN AT THE POLK COUNTY JUVENILE HOME

Purpose of institutional care. The purpose of a program for institutionalized dependent and neglected children as stated in the Child Welfare League of America Standards for Services of Child Welfare Institutions,<sup>1</sup> should be to provide group care and treatment for children whose needs cannot at the time be adequately met in a family; and to offer opportunities for a variety of experiences, through a group living program and specialized services, that can be selectively used, in accordance with an individualized plan for each child: (1) to foster normal maturation; (2) to correct or modify the effect of previous unsatisfactory experiences; (3) to ameliorate social and emotional problems interfering with the child's personality development and functioning.

Goal of institutional care. The ultimate goal of institutional care is for every child to return to family life in the community, either in his own home or in an

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<sup>1</sup>Child Welfare League of America Standards for Services of Child Welfare Institutions (New York: Child Welfare League of America, Inc., 1963), p. 15.

adoptive, foster, or group home. It is not desirable for institutional care to become a prolonged way of life, or for a child to remain in an institution throughout his childhood. The Child Welfare League of America Standards for Services of Child Welfare Institutions stated:

Institutional care should be planned with a foreseeable termination. Prolonged or indefinite periods of institutional care, resulting from lack of adequate planning or lack of casework with parents, are not considered acceptable practice.<sup>1</sup>

Care based on needs of child. Certain principles are have evolved from greater understanding of the needs of children. All children need love, care, protection, and esteem. They need play, learning, social, and spiritual experiences appropriate to their level of development; and training, guidance and control. Children also need relationships with adults they can trust and with whom they can identify as models.

The Child Welfare League of America Standards for Services of Child Welfare Institutions stated the following:

Because children need affection and loving care, these essential elements should be incorporated into daily living experiences, in an environment that conveys a feeling of personal concern for each child.

Because the child needs to develop a feeling of self-worth and adequacy, he should have recognition so that he can become aware that he is an individual different from others, though interdependent with them. He should have respect so that he can feel that he is an important member of the group in his own right and in his own way.

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<sup>1</sup>Ibid., p. 14.

Because he needs experiences that promote growth and development, institutional care must provide a rich and stimulating living experience.

Because he needs security, continuity, and stability, he must be cared for and protected against injury and emotional hurt. He must have continuing, consistent relationships with adults over a period of time. He should not be subjected to frequent turnover of staff and to repeated change of placement; if change is inevitable, he should always be prepared and ready for it.<sup>1</sup>

Admissions. The process of admission should begin with the initial request or referral for service and should be completed when the decision is made that the institution, through its program, available resources, and staff, can or cannot provide the service that the child and his parents need. The Child Welfare League of America Standards for Services of Child Welfare Institutions stated:

Institutional care should be used only when it is determined to be the appropriate form of care and treatment for the particular child. The institution has the responsibility for deciding which children it should accept and under what conditions it can accept them.<sup>2</sup>

Institutional care should be used for children whose relationship to their parents and whose family situation, level of development, and social and emotional problems are such that they can benefit by group living experiences. The Child Welfare League of America Standards for Services of Child Welfare Institutions further stated:

Institutional care should be used for: (1) children whose families cannot meet their needs; (2) children

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<sup>1</sup>Ibid.

<sup>2</sup>Ibid., p. 22.

who cannot at the time make use of the opportunities that family living offers; (3) children with difficulties in relating to adults or other children; and (4) children whose behavior cannot be tolerated in a family or community.<sup>1</sup>

Institutional care should not be used for children who need and can benefit by the experiences of living in a family, who can accept family ties and take part in family and community life, and who have achieved a level of development and are able to behave in a way that meets expectations for children of their age. Such children would include infants, and preschool children, family groups of children, and handicapped children.

The Child Welfare League of America Standards for Services of Child Welfare Institutions stated:

In general, no infant or child under six should be placed in residential group care because, developmentally, children under six are not ready to profit by group living. The need of the infant for close, warm, and continuous physical care and for emotional contact with the same caring person cannot be met as well in a group as in a family, regardless of the quality of care given.

Family groups with a large number of children whose individual needs may be best be served by keeping them together should be placed in a family home, especially when they include preschool-age children. If necessary, agency-owned foster homes should be developed for this purpose.

Mentally retarded, emotionally disturbed, crippled, blind, and deaf children, like other children, should, whenever it is in their best interests, be kept in their own families. If they cannot remain in their own homes, the use of specialized foster family homes should be considered, as well as group care, so that they can live as normally as possible within the limitations of their handicap.<sup>2</sup>

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<sup>1</sup>Ibid., p. 15.

<sup>2</sup>Ibid., pp. 16-17.

Educational program. Education should be an integral part of the group living program, and of the total planning for each child. Special problems arise in the education of children in institutions. Because of disturbing factors in their previous life situations, the majority of the children have been deprived of, or unable to make best use of, their educational opportunities. Frequently, children have learning problems associated with other personality problems and with the adverse circumstances that necessitated institutional care. These problems may interfere with motivation for learning or may result in a level of achievement lower than their potential. To meet the individual educational needs of these children, special arrangements and facilities are required, including remedial education and individualized help from the teachers, so that every child may secure the maximum amount of formal education of which he is capable, under conditions in which he can receive the greatest benefit from his school experience.

It is the responsibility of the agency to see that children attend school full time throughout the period required by law and in general until the age of sixteen years.

The fifteen educational goals<sup>1</sup> set forth in Detention Practice, Significant Developments in the Detention of

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<sup>1</sup>Sherwood Norman, Detention Practice, Significant Developments in the Detention of Children and Youth (New York: National Probation and Parole Association, 1960), pp. 80-81.

Children and Youth would be appropriate goals for the educational program at the Polk County Juvenile Home. The goals are:

1. The detention school should provide structure to the child's day through guided educational activity.
2. It should offer a positive learning experience in contrast to previous years of bad learning. To do this requires (a) the use of quick diagnostic techniques, (b) an individualized approach in small groups, (c) an activity approach through visual aids and short-term projects, (d) discussions with the individual and the class, and (e) specific assignments.
3. It should be geared to replace the pattern of failure with a sense of achievement by means of remedial work in reading, arithmetic, and other skills, and through creative practice in arts, shop, and music.
4. It should interpret problems and needs to the court and to the child's own school in the community through individual reports on each youngster.
5. The objectives of each activity in the school program should be clearly defined in terms of its value for detained children, and the activity itself should be evaluated periodically.
6. The school should be administered by the city or county public school system, whichever is better able to provide the special type of school required.
7. Detention facilities should operate their own schools with specially qualified teacher until the public schools can provide teachers qualified by training in special education, experience with unusually difficult or disturbed children, and techniques of working with children of different grade levels in the same class.
8. The school should be operated on a twelve-month basis. A no less intensive, individualized program, adapted to the child's social and academic needs, should be conducted during periods when the public schools are not in session. The school budget should not be reduced during the summer months.



9. Class population should average ten to twelve; the maximum should not exceed fifteen. Remedial classes should not have more than five students.
10. Classrooms, for a maximum of fifteen, should be larger than they would be if designed for this number in the public schools.
11. Teachers should be included in the detention home's staff meetings and staff development program where possible, and should work closely with the superintendent.
12. The curriculum should be adapted to the age, capacity and interests of the individual and the group.
13. A separate program for school-exempt children should be provided.
14. The home school should be notified immediately of the child's detention and should be asked for a summary of his academic achievement.
15. The detention home school should report to the child's own school, and to the court, evidence of his progress, achievements, and special problems in the detention period.

The appropriateness of these fifteen educational goals is given further credence by Polk County Superintendent of Schools, Ralph C. Norris. He observed:

. . . It seemed to me, that after three years experience administering the educational program at the Polk County Juvenile Home, that the school should be an integral part of the public school system.

There are many important reasons why the detention home school should be a part of the regular school system. These children deserve the very best that society can give them. They deserve to be understood and assisted to understand themselves. If the school in the detention home is a part of the public school system, information about the children can flow freely to and from the proper authorities. Data about the child can follow the child so the school can know best how to teach and what to teach. Enough has been learned about these children to know it must offer a different



kind of program for them, at least, until they discover again that learning can be a satisfying experience.<sup>1</sup>

Clothing. Clothing for the child should be selected and purchased especially for him by the Home. It should be similar in appearance, quality and quantity to that worn by other children in the community. The Child Welfare League of America Standards for Services of Child Welfare Institutions stated:

Clothing contributes to the child's feeling of worth and dignity. It represents being valued by adults, respect for his individuality, and having someone responsible for his care.

Clothing should be provided in a manner that helps to develop the child's self-esteem and personal sense of responsibility.

The use of uniforms is disapproved. Each child should be treated as an individual and have some choice in selection of his clothing.

Clothing should be suited to existing climate and seasonal conditions. It should be becoming, of proper size, of the character usually worn by children in the area, and adequate in amount to permit laundering, cleaning, and repair.

Shoes should be fitted to the individual child.

There should be closet and drawer space for each child in his bedroom.<sup>2</sup>

Food. The planning, preparation, and serving of food

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<sup>1</sup>Ralph C. Norris, "The School in the Juvenile Home Should Be a Part of the Public School System" (Polk County Board of Education, 1963), (Mimeographed).

<sup>2</sup>Child Welfare League of America Standards for Services of Child Welfare Institutions, op. cit., p. 41.

should be in accordance with the nutritional, social and emotional needs of the children under care. The Child Welfare League of America Standards for Services of Child Welfare Institutions stated:

It should be recognized that food has not only nutritional, but also social, educational, and therapeutic values.

Food has emotional significance for all children, but especially for those who have been deprived of affection. The approach and methods used in providing food are extremely important in the care and treatment of each child, and particularly in helping children develop orderly living habits.

Menus and snacks should be planned and prepared under supervision of, or in consultation with, a dietitian or nutritionist, to provide the total daily requirements of proteins, fats, carbohydrates, vitamins, minerals, and trace elements for children.

The diet should include a variety of foods; menus should be varied to avoid monotony.

The budget should provide for food in sufficient quantity to allow for second helpings, snacks, and treats.

Snacks should be offered after school and at bedtime. These represent adult concern and desire to care for and comfort the child.

The same food should be served to everyone, with exceptions normally found in family life, such as when adults drink tea or coffee and when special diets are required.

Mealtime should be well prepared, palatable, and attractively served. Dishes, flatware, place mats or tablecloths, and napkins that add beauty and dignity to mealtime should be used.

Children should be encouraged rather than coerced to eat as many different foods as possible, with recognition of individual tastes and differences in quantity of food required.<sup>1</sup>

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<sup>1</sup>Ibid., pp. 39-40.

Sleep. There should be a sufficient number of bedrooms accommodating from one to four children in each room. Each child should have a separate bed that is clean and comfortable for him. The Child Welfare League of America Standards For Services of Child Welfare Institutions stated:

Not more than four children should ever occupy one room, so that individual needs of each child in the group can be met and each child can feel that he has a room of his own where he may enjoy some privacy alone or with a few friends.

Each child should have a separate bed, equipped with level springs, a clean, comfortable mattress, bedding appropriate for weather and climate and a plastic mattress cover or other protection from bed-wetting, if necessary.

Each child should have at least an individual chest of drawers, a table or desk, an individual closet with clothes racks and shelves within easy reach, and a place of his own for personal play equipment.<sup>1</sup>

Routines in respect to getting up in the morning and going to bed should be planned to allow the children to have the amount of sleep and rest they require, and should be adapted to the age, physical condition, particular characteristics, problems, and school schedules of children in each group.

It is best to wake each child individually.

Evening activities should be planned that are not too stimulating as to keep the children awake, and with awareness that children are in greatest need of reassurance at the end of the day.

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<sup>1</sup>Ibid., pp. 82-83.

Bedtime snacks should be offered.

It is important for children who feel lonely and homesick, or who have sleep disturbances, to have someone they know near them during the night.

Children who need extra sleep, whose sleep is easily disturbed, or who need greater privacy because of their age, emotional upset,<sup>1</sup> or adjustment problems should have single bedrooms.

Therapeutic services. The service should provide for each child such help as he may need with his particular problems on the basis of a purposeful plan arrived at by conscious deliberation of the staff. The daily activities, group living program, and services prescribed in the plan for the individual child should be coordinated and integrated into a unified approach to him and his parents that may have some impact on his problems and stimulate improvement in his emotional health and social functioning.

The Child Welfare League of America Standards for Services of Child Welfare Institutions stated:

The value and treatment aspects of all the component parts must be recognized and be related to one another in the service for a particular child.

Integration should be achieved through regularly scheduled case or planning conferences attended by all staff members who work with a particular child and his family, including child case worker, teacher, nurse, recreation worker, chaplain, social worker, physician, psychiatrist, psychologist, and remedial teacher.

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<sup>1</sup>Ibid., p. 40.

Planning for each child and periodic evaluation of his progress should be based on contributions of all staff working with the child and his parents.

A team approach is essential in providing service in behalf of individual children.

Institutional care and treatment require the contributions of various categories of staff with different training and competence.

Each must be ready to carry out his part in the total service and must be able to understand and respect the particular competence and contribution of other staff.

All staff members working with a child must be prepared to accept a common goal, to use consultation, and to be guided by understanding of the needs and problems of children.

An atmosphere of mutual respect and trust among all staff is dependent on administration.<sup>1</sup>

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<sup>1</sup>Ibid., pp. 19-21.

## CHAPTER IV

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

#### I. SUMMARY

The purpose of this study was (1) to investigate the existing program for dependent and neglected children at the Polk County Juvenile Home, Des Moines, Iowa, 1963; (2) to determine what provisions should be provided in a program for institutionalized dependent and neglected children; and (3) to recommend changes to improve the existing program at the Polk County Juvenile Home.

Personal interviews were held with administrative personnel of the Polk County Juvenile Home, the Polk County Juvenile Court, and the Polk County Board of Education to determine the present provisions of the program for dependent and neglected children at the Polk County Juvenile Home. Additional information about the program was obtained from mimeographed annual reports of the Polk County Juvenile Home as well as from the writer's personal observation and participation in the educational program at the Home. A review of literature pertaining to programs for institutionalized dependent and neglected children was then made in addition to a survey of programs for institutionalized

dependent and neglected children in Iowa and the surrounding states to determine what provisions should be provided in a program. The information obtained from these sources was used to develop a proposed program which served as a basis from which to draw conclusions and make recommendations to improve the existing program at the Polk County Juvenile Home.

## II. CONCLUSIONS

A description of the present program for dependent and neglected children at the Polk County Juvenile Home found in Chapter I, a survey of provisions for institutionalized dependent and neglected children in Iowa and states surrounding Iowa found in Chapter II, and a review of the literature pertaining to provisions for institutionalized dependent and neglected children used in a proposal for the development of a program found in Chapter III, aid in arriving at the following conclusions concerning the program for dependent and neglected children at the Polk County Juvenile Home:

1. Children held in detention are, without exception, kept separate and apart from those receiving shelter care.
2. Except in emergencies, no child is admitted to the Home or discharged from it without court order, hence, the superintendent of the home has little control over either admissions or discharges.



3. Infants and pre-school children continue to be admitted to the Home.
4. The Home has a well established program of service and care for each child.
5. Children at the Home have little choice in the selection of clothing that is provided by the Home.
6. As many as fifteen children are expected, at times, to share one bedroom.
7. The Home has a well planned program of educational and recreational activities for each child.

### III. RECOMMENDATIONS

Recommendations made as a result of this study are:

1. The superintendent of the Home along with the Juvenile Court should have the responsibility of deciding which children it should accept and under what conditions it can accept them.
2. In general, no infant or child under six years of age should be admitted to the Home, but rather should be placed in an adoptive or foster home.
3. Each child should have some choice in the selection of his clothing, which helps to develop the child's self-esteem and personal sense of responsibility.

4. Not more than four children should occupy one bedroom, so that individual needs of each child in the group can be met and each child can feel that he has a room of his own where he may enjoy some privacy alone or with a few friends.

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## APPENDIX

## APPENDIX

LETTER TO STATE DEPARTMENTS OF PUBLIC WELFARE  
IN SURROUNDING STATES

January, 1965

Dear Sir:

I am a special education teacher at the Polk County Juvenile Home, Des Moines, Iowa, and I am also a graduate student at Drake University. A part of my graduate project is to survey existing programs for institutionalized dependent and neglected children in states surrounding Iowa. I wish to obtain descriptive information about such programs in your state and will greatly appreciate your sending me whatever materials you have available.

This information will be used to help me in making a proposal for the development of a program for improvement of facilities for the dependent and neglected children at the Polk County Juvenile Home.

Respectfully,

Don L. Gannon  
3112 Twana Drive  
Des Moines, Iowa 50310